Addressing Complex Migration Flows in the Mediterranean:
IOM Response Plan
Spotlight on South-Eastern Europe

October 2015
This paper is an extended version of the section on South-Eastern Europe of the forthcoming IOM Response Plan: Addressing Complex Migration Flows in the Mediterranean.

For the purposes of this paper, South-Eastern Europe comprises the following countries and territories: Albania, Bosnia and Herzegovina, UNSC resolution 1244-administered Kosovo, Montenegro, Serbia, the former Yugoslav Republic of Macedonia, and Turkey. The Western Balkans comprise all the above with the exception of Turkey.

IOM refers to the UNSC resolution 1244-administered Kosovo in an abbreviated manner as “Kosovo/UNSCR 1244”. For the purpose of this report, it has been agreed to reference UNSC resolution 1244-administered Kosovo as “Kosovo*”, this designation being without prejudice to positions on status and in line with UNSCR 1244 and the ICJ Opinion on the Kosovo declaration of independence.

Cover photograph: This family with three small children belongs to the Uyghur tribe. Their journey has started several months ago in Pakistan. At the Gevgelija train station in the former Yugoslav Republic of Macedonia they have received food, clothes and toys and are about to head further north to the Serbian border. IOM, Denise Lassar.
CONTENTS

An Overview – Complex Migration in the Mediterranean: Flows and Routes ................................................................. 2
Introduction .................................................................................................................................................................................. 3
Regional Overview ........................................................................................................................................................................ 4
Flows ............................................................................................................................................................................................. 4
Routes .......................................................................................................................................................................................... 5
Policy Processes ........................................................................................................................................................................... 6
IOM presence in South-Eastern Europe .................................................................................................................................. 6
Priority Areas for Action ............................................................................................................................................................ 7
  1. Protecting migrants’ basic rights ........................................................................................................................................... 7
  2. Addressing drivers of irregular migration ............................................................................................................................. 8
  3. Promoting safe, orderly and dignified human mobility ...................................................................................................... 8
  4. Strengthening partnerships for inclusive growth and sustainable development ............................................................. 11
Priority Actions by Country ......................................................................................................................................................... 12
INTRODUCTION

This paper builds on the regional section of Addressing Complex Migration Flows in the Mediterranean: IOM Response Plan. Currently under revision, the IOM Response Plan presents a comprehensive set of measures for addressing complex migration flows in the Mediterranean spanning countries of origin, transit and destination and includes short, mid and long-term interventions. This regional paper focuses on the developments related to the complex migration flows across the Mediterranean through Turkey and the Western Balkan countries. It proposes actions for IOM to take in these countries, which are part of the overall four-pronged IOM strategy for addressing the complex migration flows in the Mediterranean. The strategy comprises the following four objectives:

(1) protecting migrants’ basic rights;
(2) addressing drivers of irregular migration;
(3) promoting safe, orderly and dignified human mobility; and
(4) strengthening partnerships for inclusive growth and sustainable development.

IOM has a long experience in working with governments and partners on addressing complex migration flows and other migration-related challenges globally and in the Western Balkan countries and Turkey in particular. The current transit complex migration flows through this region are unprecedented and have reached the scale of a crisis, which continues to escalate. The approaches proposed in this paper were developed based on IOM’s knowledge and expertise of the region, as well as consultations with the relevant governments and other key partners. Overall, the response plan is flexible and subject to periodic review, allowing adjustments to fast-changing realities. IOM will stress complementarity of action and strive to implement the initiatives outlined in this plan in close cooperation and partnership with governments, migrants and other stakeholders.
REGIONAL OVERVIEW

Flows

The Western Balkan countries and Turkey are, albeit to a different extent, simultaneously countries of origin, transit and destination, and as such face the full spectrum of opportunities and challenges that come with significant migration from, within and through this region. Therefore, there is a need for comprehensive approaches to migration policy and its implementation in these countries reflecting this complex and fast-changing reality. It is imperative to place any measures targeting specific aspects of migration into this broader context.

Large migration flows of complex nature from outside the region, especially from Syria, Afghanistan, Iraq, Pakistan, Somalia, Iran, Palestine, and Africa, to Turkey and through the Western Balkan countries on the way to the European Union (EU) via the Eastern Mediterranean route and the Western Balkan route, are a long-standing and growing phenomenon. The key driving forces of these flows include conflicts and overall increase in insecurity in the Middle East and East Africa, human rights violations as well as deep-rooted socio-economic problems and poverty. In addition to the high numbers, the mixed composition of these flows adds complexity to the task of addressing them effectively and in line with international commitments and standards. Migratory flows along this route include, inter alia, forced migrants, economic migrants, stranded migrants, vulnerable migrants, particularly trafficked persons, unaccompanied and separated children, stateless persons and undocumented migrants. Some of the people on the move fall into more than one category.

Turkey is the first country of transit on the Eastern Mediterranean route and, with the length of sea borders of about 8,484 km, bears the brunt of transit flows to the EU, in particular of the flows across the sea. The number of apprehensions of migrants on the sea by the Turkish Coast Guard has increased by 560 per cent over the past year, with 53,560 apprehensions between 1 January and 15 September 2015 and 9,515 apprehensions in the same period in 2014. These figures include the rescues at sea carried out by the Turkish Coast Guard, which quadrupled over the same period (with 30,469 people rescued between 1 January and 15 September 2015 compared to 7,883 over the same period the year before). In addition to being a key country of transit, Turkey hosts a large number of forced and irregular migrants. Most notably, since 2011, Turkey has been hosting an ever growing number of Syrian refugees, which by September 2015 have reached over 2 million people, making Turkey the largest refugee-hosting country in the world.

Overall, since 2013, Turkey and the Western Balkans have seen a steady growth in mixed migration flows, but there has been a sharp increase in 2015, largely as a result of the rising number of migrants choosing to use the Eastern Mediterranean route and then the Western Balkans to reach countries in the north of the EU. These changes have brought the level of mixed migration at these routes to record levels, swelled the number of asylum-seekers and have thereby put immense pressure on the countries along this route. In the first half of 2015, detections along the Eastern Mediterranean route were reported to have increased five-fold and along the Western Balkan route nearly ten-fold compared to the year before, and continued to grow during the rest of the summer and early autumn.

Among the countries in this region only Turkey has a sea border, so in the context of Mediterranean migration, the Western Balkan states experience secondary movements from Turkey. Although this paper focuses on these flows, it is important to note that transit migration through these countries is not limited to flows from the Mediterranean. There is also a steady and growing number of transit migrants arriving to the region at land and air borders. In addition, flows originating in the Western Balkans, most notably from Kosovo, to the EU need to be considered, though their volume dropped sharply in the second quarter of 2015. All these factors contribute to the record high overall numbers of irregular migrants and asylum-seekers trying to enter the EU at its northern borders with the Western Balkans. However, it is the soaring of migration along the Eastern Mediterranean route that is the most significant contributing factor.

The change in the composition of migrant flows along the Western Balkan route which has occurred in 2015 reflects a strong link between these two transit routes. While migration flows on the Western Balkan route remain mixed, in 2015 there has been a marked increase in the proportion of migrants from the refugee-producing countries, such as Syria, Afghanistan, Iraq and Eritrea. At the same time, there are also indications of a fast growth in the numbers of migrants from Pakistan and African countries, including those from the Democratic Republic of Congo, Somalia, Cameroon and Niger, transiting the Western Balkans.

---

1 Frontex, July 2015, Press Pack on the General Migratory Situation at the External Borders of the EU.
2 UNSC resolution 1244-administered Kosovo. This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo declaration of independence.
3 Frontex, September 2015, Western Balkans Quarterly: Quarter 2 – April-June 2015.
Many of these migrants are vulnerable, including families with children, unaccompanied and separated children, single women and pregnant women, the elderly as well as the sick and injured. In Serbia, for instance, the number of unaccompanied minors registered between January and July 2015 exceeded 4,000 people, the vast majority of them from Afghanistan, Syria and Iraq. This is nearly double of the total number of unaccompanied minors registered in Serbia over the whole of the two previous years. The vulnerable groups have limited assistance available to them. Overall, while en route, most migrants face numerous dangers and threats, often associated with smuggling rings and other national and transnational criminal groups. Criminal gangs, smugglers and traffickers operating in the region are highly organized and active. There is evidence of extensive networks of smugglers spanning countries of origin, transit and destination. Part of migrants’ vulnerability is owed to the fact that they do not cross the border at officially designated border crossing points, but rather at the green borders, which constitutes irregular entry. In addition, many migrants lack identity documents, which is yet another reason they are compelled to cross borders in an irregular manner. Overall, the humanitarian and protection needs of the transit migrants are numerous, ranging from urgent needs such as food, shelter and medical assistance, protection from becoming victims of physical attacks, corruption and extortion, or falling into the hands of well-established national and transnational smuggling networks or traffickers to provision of durable solutions in the mid and long-term. As the volume of migrant flows is reaching unprecedented levels and the countries in the region struggle to cope with it, vulnerability of migrants and the humanitarian and protection needs are significantly increasing.

Routes

Turkey and the Western Balkan countries are part of the Eastern Mediterranean and the Western Balkan migration routes. In the context of Mediterranean migration, the Western Balkan route constitutes a continuation of the Eastern Mediterranean one. Migrants following these routes arrive at the land, air or sea borders in Turkey, and then move by sea to Greece and Bulgaria. From there, migrants have been choosing to move north across the Western Balkans, aiming to re-enter the EU at the northern common borders.

In 2015, the number of migrants moving along the Eastern Mediterranean route has largely surpassed the number of those using the Central Mediterranean route. This has made the Eastern Mediterranean route the main maritime pathway of migration across the Mediterranean to the EU. The number of migrants using the Western Balkan route has also reached unprecedented levels, making it one of the most popular migration routes to the EU. The popularity of this route is due to a perception that crossing the Western Balkans is less dangerous, less expensive and faster because of the developed road infrastructure.

The majority of migrants following the Eastern Mediterranean and Western Balkan routes cross the border between Greece and the former Yugoslav Republic of Macedonia, then move to Serbia and seek to cross the Hungarian border. The increasing flows are putting a significant strain on these countries. The former Yugoslav Republic of Macedonia introduced changes easing transit through its territory. In June 2015, its Law on Asylum and Temporary Protection was amended, thus allowing migrants who express the intention to seek asylum to legally enter the country for 72 hours in order to officially submit an asylum application or to transit through its territory. This gave migrants in transit the opportunity to use public transportation at the local price, reduced their need to resort to the services of smugglers and, overall, decreased their vulnerability. The introduction of these amendments coincided with an increase of flows through the country: in July-August 2015, between 700 and 1,000 irregular entries were reported on a daily basis in the former Yugoslav Republic of Macedonia alone, and in September 2015 these figures went up to over 5,000. This was an increase from an average of 200 daily detections in spring 2015.

On 15 September 2015, reforms introduced by Hungary to stem mixed migrant flows across its border with Serbia came into force. This has led to the accumulation of thousands of migrants, including vulnerable migrants, at the Serbia-Hungary border and a consecutive redirection of flows towards the border between Serbia and Croatia. In the meantime, Serbia and the former Yugoslav Republic of Macedonia continue facing an unprecedented number of migrants seeking to transit through their territories, which they do not have sufficient capacity to accommodate and process. The situation is likely to remain fluid and, depending on the measures the governments of the EU member states and countries in the region introduce in response to the growing pressures on their borders, the main routes for mixed flows from the Mediterranean may shift, for example towards Albania, Montenegro and Bosnia and Herzegovina.

---

4 August 2015, Asylum Office, Ministry of Interior of the Republic of Serbia
Policy Processes

Addressing mixed migration flows requires regional as well as trans-regional cooperation, bringing together states along the whole migration route. There is already a good level of cooperation among the Western Balkan states on migration issues. One of the platforms for inter-governmental dialogue on this issue is the Migration, Asylum, Refugees Regional Initiative (MARRI). Established in 2003, MARRI brings together all the Western Balkan states plus Croatia with the aim of promoting closer regional cooperation and a comprehensive, integrated, and coherent approach to the issues of migration, and asylum, as a vital part of the EU integration process.

IOM provides capacity-building support to MARRI and will continue doing so in coordination with UNHCR. This support is part of a broader joint regional initiative on refugee protection and mixed flows the two agencies are spearheading – the Western Balkan Initiative. This initiative on refugee protection and international migration aims to assist the governments in the Western Balkans in developing and operationalizing a sustainable, comprehensive and cooperative framework for concrete action in the area of refugee protection and migration management, at national and regional levels.

In addition, IOM works in cooperation with the United Nations Office on Drugs and Crime (UNODC), the Organization for Security and Co-operation in Europe (OSCE) and Frontex to address aspects of irregular migration in South-Eastern Europe not covered by the Western Balkan Initiative. This complementary approach includes looking at the whole migration route, from countries of origin of irregular migrants flows through transit (with a focus on the Western Balkans and Turkey) to the EU. As part of this initiative, the three agencies organized in 2014 a Trans-regional Workshop on “Enhancing Cooperation in Combating Irregular Migration and Smuggling of Migrants through South Eastern Europe”. The event was held in Athens, Greece, under the auspices of the EU Greek Presidency and was hosted by the Greek Government. IOM, UNODC and OSCE intend to build on the results of this event in view of the growing importance of the theme and to continue supporting dialogue and cooperation in this area among the countries of origin, transit and destination.

The Budapest Process, and in particular the Silk Routes Partnership for Migration implemented within its framework, is another key forum which provides a comprehensive framework to anchor collaboration on migration management between countries along the migration route, in this case between the EU and Afghanistan, Iraq and Pakistan, while the whole Silk Routes initiative is led by Turkey.

IOM PRESENCE IN SOUTH-EASTERN EUROPE

IOM established presence in South-Eastern Europe in the early 1990s to support governments in addressing the highly complex mix of migration and displacement challenges which had emerged following the major political changes of that period. As the migration trends continue evolving, IOM remains committed to providing comprehensive support to governments in refining their policies, frameworks and practical mechanisms for migration management at national and multilateral levels, and ensuring protection and assistance to migrants in need. IOM is well positioned to do so with offices in Turkey and in all of the Western Balkan countries and territories and well-established cooperation with the governments, including at the local level, international organizations and civil society.

<table>
<thead>
<tr>
<th>Country</th>
<th>Offices</th>
<th>Locations</th>
<th>Staff</th>
</tr>
</thead>
<tbody>
<tr>
<td>Albania</td>
<td>1</td>
<td>Tirana</td>
<td>15</td>
</tr>
<tr>
<td>Bosnia and Herzegovina</td>
<td>6</td>
<td>Sarajevo, Banja Luka, Doboj, Brcko, Tuzla, Drvar</td>
<td>30</td>
</tr>
<tr>
<td>Kosovo/UNSC resolution 1244-administered</td>
<td>5</td>
<td>Pristina, Gjilan, Mitrovica, Peje, Prizren</td>
<td>43</td>
</tr>
<tr>
<td>the former Yugoslav Republic of Macedonia</td>
<td>3</td>
<td>Skopje, Kumanovo, Gevgelija</td>
<td>22</td>
</tr>
<tr>
<td>Montenegro</td>
<td>2</td>
<td>Podgorica</td>
<td>4</td>
</tr>
<tr>
<td>Serbia</td>
<td>2</td>
<td>Belgrade, Vranje</td>
<td>35</td>
</tr>
<tr>
<td>Turkey</td>
<td>3</td>
<td>Ankara, Gaziantep, Istanbul</td>
<td>98</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>247</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
PRIORITY AREAS FOR ACTION

As complex transit migration flows to the EU, albeit not at the current massive scale, have been a long-standing challenge for Turkey and the Western Balkans, supporting governments in addressing this phenomenon has been one of the key priorities for IOM in the region. IOM promotes regional approaches to addressing mixed migration flows as a way to complement and reinforce national strategies.

The implementation of some of the actions outlined below has already been initiated by the region’s governments, IOM, UNHCR and other key stakeholders. However, gaps remain and it is necessary to strengthen the interventions in view of the current migration realities. Furthermore, the sharp rise in the volume of migrant flows has created new needs and challenges, which require urgent attention.

1. Protecting migrants’ basic rights

Objective: To reduce deaths and human suffering during and as a result of migration and protect the human rights of migrants.

1.1 Short to medium term interventions

- Support governments and local civil society organizations in providing humanitarian assistance to migrants in need. There is a real risk that lifesaving humanitarian support needs will increase further in the region, depending on developments at the different border crossings currently used by the migrants transiting Turkey and the Western Balkans; changing numbers of migrants moving across those borders; and the severity of the approaching winter season. To be ready to support governments and local civil society organizations in case there would be a spike in humanitarian needs, IOM has already increased its staffing in these countries, including the identification of professional staff that can be deployed as surge capacity in the region. IOM will also continue to participate in coordinating its support with other international actors responding to migration challenges faced by the government and the local populations. Finally, IOM will also work with governments to ensure that addressing possible humanitarian needs is integrated in the ongoing contingency planning.

- Mitigate the impact of displacement and mass movement of people on the mental health and psychosocial wellbeing of migrants and local communities. Forced migration requires major adaptations as people cross geographic, socio-economic, cultural and interpersonal boundaries. These movements, whether planned or not, require the individuals to redefine roles and values. This, in addition to the push factors for migration, the hardship of the travel and the often undignified conditions upon arrival can all be a source of stress for the individuals, families and communities involved. Providing psychosocial assistance and mental health care to migrants and displaced persons can reduce psychosocial vulnerabilities and enhance coping and adaptation skills. General assistance at reception and in the following stages should be provided in a psychosocially conscious manner, encompassing awareness of the migrants’ possible emotional vulnerabilities and the way these may affect behaviour, and cultural competence. IOM will conduct a rapid psychosocial needs assessment and mapping of services in the transit or reception centers in the region. Based on needs, IOM can provide relevant trainings to help and reception workers, law enforcement officials in direct touch with the beneficiaries, national and local social services, community leaders and members of the civil society in psychosocial and “do no harm” approaches; establish multidisciplinary mobile teams to provide psychosocial services at the community and individual level, and train frontline workers and partners on the provision of psychosocial first aid (PFA), including counsellors in transcultural, systemic and emergency approaches.

- Reduce health risks associated with displacement and mass movement of people for migrants and local communities. Increasing number of people displaced and moving in a protracted manner, if left unattended, will contribute to negative health outcomes and risks to the migrants and communities they come into contact with. For those with medical conditions, such as Tuberculosis, HIV, Cardiovascular diseases and or other disabilities, access to treatment, monitoring and follow-up can be compromised resulting in incomplete treatment, further aggravation of the disease and, in some instance, death. While in transit, preexisting health status and exposure to risky environments (e.g. detention, marginalization, exploitation and gender-based risks, etc.), lack of immunity to new diseases, overcrowding, lack of adequate food, sanitation and shelter, and limited access to care contribute to enhanced disease risks, outbreak-prone environments, and high morbidity and mortality in the emergency/post-crisis phase. IOM implements projects to address public health issues and promote health conditions in situations of displacement and assisted movement.
1.2 Medium to long term interventions

- **Develop effective identification and screening mechanisms**, including tools, guidelines and standard operating procedures (SOPs) in line with humanitarian border management. This includes the development and implementation of standardized pre-screening and profiling questionnaires, based on successful practices, to be used by point of entry officials, thereby assisting in the identification of specific migrant vulnerabilities and their potential protection needs, as well as in the collection and analysis in line with the data protection principles of relevant data on migrant profiles to enhance the provision of assistance.

- **Strengthen the inter-institutional coordination and referral mechanisms** to profile, screen, refer and assist migrants arriving through mixed flows by deploying mixed profiling teams with diverse expertise, composed of entry officials and experts from international and civil society organizations, and including child protection officers, health experts, GBV experts etc. The teams should facilitate the regular reporting and sharing of information and trends with relevant partners and stakeholders.

- **Enhance the design and effective implementation of national laws and policies to protect the rights of all migrants**. Protection of the human rights of all migrants including men, women, boys and girls, is an essential component of good migration management. Despite progress achieved in recent years, legislative and policy frameworks as well as the law enforcement and law application practices to ensure migrant rights’ protection, including access to social protection mechanisms, require adjustment to reflect the changing migratory reality. Furthermore, migrants often lack access to or information about rights protection mechanisms, both judicial and non-judicial, including appeal systems. IOM will continue working with governments, international organizations, non-governmental organizations (NGOs) and migrants to address these issues, including by developing the capacity of relevant state institutions in this area and providing support in the review and update of national policies and legislation to bring them in line with the international norms concerning the rights of migrants and existing migration trends.

- **Enhance the capacity multidisciplinary teams and border officials at points of entry** to address the large and increasingly complex migration flows and to ensure the effective and efficient operationalization of relevant identification and screening mechanisms, as well as developing tools through the delivery of regular capacity-building trainings including in humanitarian border management. Trainings should focus on the initiation of and improvement of contingency planning; the delivery of training for border officials, including search and rescue components, and the international legal framework on protecting life at sea; human rights based profiling and screening; the establishment of referral mechanisms to assist migrants; and the provision of humanitarian relief; as well as other trainings, as deemed necessary. Trainings should also include psychosocial skills and culture, age and gender-sensitive interviewing techniques.

- **Promote alternatives to detention and ensure that detention facilities are operated in line with the international standards**. The overarching principle that the IOM upholds and promotes when assisting governments in the area of immigration detention is that deprivation of liberty should be a measure of last resort and that alternatives to detention such as semi-open centres, release with registration and reporting requirements and others shall be considered first. IOM will therefore aim to assist the Governments in the region in building their capacity to manage detention centres in a way that upholds migrants’ dignity and migrants’ rights by ensuring that these are operated in a manner fully consistent with common international standards and best practices.

- **Strengthen existing and establish new Migrant Resource and Response Mechanisms (MRRM)**, where needed, to adequately address the humanitarian, protection, information and social needs of transit migrants. There is a need to improve the effectiveness of and synergies among the existing reception structures, in particular building upon the network of migrant service centres (MSCs) set up in the Western Balkans, and mainstreaming transit migrant support into their operations. Specifically, this concerns legal and social counselling; psychosocial support; facilitation of contact with families; consular offices and referral services. The MRRM and MSCs could provide information on, amongst other things, how to provide social and health services for migrants in transit.

- **Combat prejudice and xenophobia towards migrants**. In order to ensure harmonious community relations and societal cohesion, it is essential to carry out activities combating prejudice and xenophobia towards migrants. Therefore, IOM in cooperation with relevant stakeholders, including civil society, plans to conduct public awareness and information campaigns for the local populations in Turkey and the Western Balkans aimed at sensitizing individuals about the plight of migrants. To increase the effectiveness of the information campaigns and awareness-raising, IOM plans to conduct a comprehensive study on the impact of transit migration on the countries in the region, including their socio-economic situation and social cohesion. The findings of the study will be used to design tailor-made responses to reduce the negative public perception and impact of this phenomenon and to enhance its positive aspects.
2. Addressing drivers of irregular migration

**Objective:** To reduce negative factors inducing irregular migration, and enable a true choice between migrating safely and not migrating.

While the majority of actions towards implementing Objective 2 should take place in the countries of origin, the governments and partners in transit countries can also help reduce negative drivers of irregular migration. Specifically, actions within this Objective could be divided into two main clusters - one: assisting with understanding the root causes of transit migration, its forms and migrant characteristics, and, two: raising the awareness among transit migrants about risks of irregular migration and rights and duties of migrants and states along the transit route.

2.1 Short to medium term interventions

- **Identify key driving forces for transit migration through the region, as well as the key characteristics and aspirations of migrants** to refine response measures. IOM will conduct a survey among a representative sample of transit migrants with the aim of identifying the main reasons for migration and for choosing a particular route and mode of migration, as well as future plans of migrants in transit, including their willingness to remain in the region. The survey will address in particular the question of whether and under which circumstances integration efforts should be extended to and legal employment options developed for migrants arriving in the region with the intention of moving on to the EU. This survey will complement the data collected in the region by other agencies, such as UNHCR, and by IOM along the Western Mediterranean and Central Mediterranean routes, the results will be used to inform policy measures along the whole migration route.

2.2 Medium to long term interventions

- **Conduct information campaigns and awareness raising activities,** in synergy with operations of the MRRMs and MSCs, in order to make migrants aware of the risk and dangers of irregular migration, including migrant smuggling and trafficking in human beings, as well as to make migrants aware of their rights and obligations during the migration process. Irregular migration places migrants in a vulnerable situation. Smuggling operations in particular are often highly dangerous and expose migrants to grave risks. Smuggled migrants and irregular migrants overall are particularly vulnerable to exploitation and to becoming victims of trafficking in human beings. IOM aims to carry out information campaigns and awareness raising activities to make migrants aware of the risk and dangers of irregular migration and migrant smuggling, such as the possibility of robbery, physical attacks by criminal groups, theft of travel documents and other belongings, extortion and the dangers of falling prey to traffickers and criminal groups. Activities will also include raising awareness of alternatives, including on the possibilities of regular migration and employment, as well as information on where to seek help if cases of trafficking or other crimes occur. The campaigns will include sensitization and active engagement of diaspora and migrant networks as they are well placed to reach and advice migrants and potential migrants.

3. Promoting safe, orderly and dignified human mobility

**Objective:** To create the conditions for migration to take place in safe, orderly and dignified ways.

3.1 Short to medium term interventions

- **Enhance data collection in line with data protection principles, including the establishment of early warning information sharing networks.** There is lack of comprehensive data and information on movements through the Western Balkan region and Turkey. In order to enhance the data collection in line with the data protection principles, IOM aims to conduct assessment on the status of national databases and systems for the registration of migrants and to support the governments in the region with the development of data collection and registration tools including through the use of mobile units. IOM has already established an early warning information sharing network involving the two currently most heavily affected countries in the Western Balkans, Serbia and the Former Yugoslav Republic of Macedonia. The purpose of this network is to allow the affected countries to provide assistance to vulnerable migrants more effectively and to ensure that it is better tailored to the needs of the arriving migrants. IOM stands ready to expand this network also the other countries of the Western Balkans, where migration routes to shift in the coming weeks or months.
• **Facilitate exchange of relevant information on cross-border movements among governments.** Due to lack of information-sharing on cross-border movements, the systematic coordination and cooperation between countries in the region, as well as sharing information across regions is lacking. IOM aims to support the governments in the region by facilitating exchange of relevant information on cross-border movements at the regional level, capacity building in humanitarian border management and building on existing regional instruments and initiatives such as the Police Cooperation Centres. IOM furthermore aims to facilitate regional cooperation and coordination by conducting joint activities at the operational level. This will include development of relevant systems and tools and joint risk analysis of the flows through the Mediterranean Sea and onwards via the Western Balkan route, but also joint operations and joint patrols.

• **Ensure appropriate communication with migrants at all stages of immigration process.** Interpreters for the main languages spoken by the migrants in the current flows are not available. As a result, relevant border officials face difficulties with ensuring appropriate communication with migrants at all stages. In order to respond to this need, IOM plans to explore most appropriate way of establishing/running a regional pool of interpreters in compliance with international standards and good practices and identify and purchase required interpretation infrastructure.

3.2 Medium to long term interventions

• **Establish a framework for a regional assisted voluntary return and reintegration (AVRR) mechanism in cooperation with UNHCR and according to IOM standards, to manage assisted voluntary returns for those migrants who do not have the option to remain in the country of transit and express a willingness to return; and establish SOPs for a humane, dignified and sustainable return.**

• **Promote access of all migrants to healthcare services.** Absence of policies and legislation enabling access of all migrants, including those in an irregular situation, to health care services together with barriers to the implementation of the relevant provisions where they exist contribute to the marginalization of vulnerable migrants and put them and the communities they come into contact with at risk. Under the guidance of the 2008 World Health Assembly Resolution on the Health of Migrants and in line with IOM’s Migration Crisis Operational Framework, IOM works to ensure migrants’ health across the whole migration cycle – at pre-departure, during transit and travel, at destination and upon return home. It plans to support governments in the region in the development and management of migration health programmes and policies at the country level to address or mitigate health inequalities faced by migrants.

• **Support law enforcement, immigration and border agencies in combatting migrant smuggling and human trafficking.** In order to better respond to the organized crimes of migrant smuggling and human trafficking, it is essential to strengthen the legal frameworks, criminalize migrant smuggling, and enhance the capacity of law enforcement bodies to identify smugglers, smuggling activities, as well as increase the prosecution of human traffickers and organized cross-border criminal networks. This will be done through regularly training law enforcement bodies on common indicators and profiles of smugglers and traffickers in order to facilitate their early identification. IOM furthermore plans to ensure that border agencies have technical equipment and know how to enable interdiction of smugglers and traffickers. In order to ensure that cases are effectively detected, investigated and judicially processed, it is also envisioned to conduct capacity-building for prosecutors and judges in Western Balkan countries and Turkey.

• **Conduct feasibility assessments to determine under what conditions and in which sectors transit migrants may be granted access to labour markets in the region.** In its on-going work on promoting labour mobility and regular channels for migration, IOM will engage in a series of assessments and dialogue among governmental and private partners, including employers, to determine whether incoming transit migrants might be bringing in skills which are in demand and cannot be filled in by local population. Recommendations could be developed to ensure attractiveness of possible foreign employment schemes to employers, specifying minimum length of stay, recruitment costs borne by employers, length of recruitment process and assistance therein, necessary skills and qualifications of workers, flexibility of employment options, etc.

• **Enhance the capacity of the governments in document examination.** The smugglers are using different techniques in smuggling operations; one of them is the falsification of travel documents. In order to enhance the capacity of the governments on this issue, it is necessary to conduct advanced trainings on document examination for the border and law enforcement authorities. Furthermore, in order to assist the relevant authorities with the identification of undocumented migrants, trainings on language analysis can be conducted.
4. Strengthening partnerships for inclusive growth and sustainable development

Objective: To create the structural conditions and make systemic changes to enable positive outcomes of migration for all involved.

4.1 Medium to long term interventions

- **Factor in transit migration and include transit countries in existing regional cooperation platforms and dialogues on migration** in the Mediterranean. Concerns and challenges faced by transit countries are often eclipsed by the focus on countries of origin and destination. Even when the transit perspective is included, it tends to be limited to short-term issues. To devise effective and balanced solutions for the migration across the Mediterranean, and to achieve longer-term objectives of the Western Balkans and Turkey, such as EU integration and smart, inclusive and sustainable growth, IOM calls for a comprehensive and coherent approach to the large-scale migratory movements throughout the region. The development of such an approach requires strengthening dialogue and cooperation among the countries of origin, transit, and destination. In addition to reinforcing such dialogue in general, IOM proposes to ensure that broader and longer-term impacts of mass transit migration on countries of transit, including, socio-economic, political and environmental aspects, are duly considered.

- **Further strengthen cooperation and coordination with partners and donors** to increase the overall effectiveness and impact of interventions, and avoid duplication. IOM is already working closely with a wide range of actors active in the migration field in the region. In designing and implementing its programme of action, IOM will continue building partnerships and ensure on-going coordination with other stakeholders supporting the governments, including the EU, UN Agencies, other international organizations and NGOs as well as the academia and the private sector.

- **Facilitate the engagement of civil society, local communities, local authorities and migrants, in particular of vulnerable and marginalized groups**, in the identification of needs and priorities, as well as the implementation, and monitoring of IOM activities. Effective participation of a wide range of stakeholders, especially at community level, at both the decision-making and implementation stages is essential to ensure maximum impact of activities and their sustainability. IOM will seek to actively involve NGOs, including local community-based organizations, municipalities, community leaders and migrant representatives in its programmatic work. IOM will seek to build the capacity and empower migrant and diaspora network to enable their active engagement and to enable them to be the voice of the local communities, it will also promote more participatory frameworks of engagement. Particular attention will be paid to ensuring participation of vulnerable groups, including women and youth.
<table>
<thead>
<tr>
<th>PRIORITY ACTION</th>
<th>ALBANIA</th>
<th>BOSNIA AND HERZEGOVINA</th>
<th>KOSOVO/UNSC RESOLUTION 1244-ADMINISTERED</th>
<th>MACEDONIA, FYR OF</th>
<th>MONTENEGRO</th>
<th>SERBIA</th>
<th>TURKEY</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>PROTECTING MIGRANT’S BASIC RIGHTS</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Support governments and local civil society organizations in providing humanitarian assistance to migrants in need</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Mitigate the impact of displacement and mass movement of people on the mental health and psychosocial wellbeing of migrants and local communities</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Reduce health risks associated with displacement and mass movement of people for migrants and local communities</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Develop effective identification and screening mechanisms</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Strengthen the inter-institutional coordination and referral mechanisms</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Enhance the design and effective implementation of national laws and policies to protect the rights of all migrants</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Enhance the capacity of multidisciplinary teams and border officials at points of entry, including in humanitarian border management</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Promote alternatives to detention and ensure that detention facilities are operated in line with international standards</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Strengthen existing and establish new Migrant Resource and Response Mechanisms (MRRM)</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Combat prejudice and xenophobia towards migrants</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>PRIORITY ACTION</td>
<td>ALBANIA</td>
<td>BOSNIA AND HERZEGOVINA</td>
<td>KOSOVO/UNSCR RESOLUTION 1244-ADMINISTERED</td>
<td>MACEDONIA, FYR OF</td>
<td>MONTENEGRO</td>
<td>SERBIA</td>
<td>TURKEY</td>
</tr>
<tr>
<td>--------------------------------------------------------------------------------</td>
<td>---------</td>
<td>------------------------</td>
<td>-------------------------------------------</td>
<td>------------------</td>
<td>------------</td>
<td>--------</td>
<td>--------</td>
</tr>
<tr>
<td><strong>ADDRESSING DRIVERS OF IRREGULAR MIGRATION</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Identify key driving forces for transit migration through the region, as well as the key characteristics and aspirations of migrants</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Conduct information campaigns and awareness raising activities</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td><strong>PROMOTING SAFE, ORDERLY AND DIGNIFIED HUMAN MOBILITY</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Enhance data collection in line with data protection principles, including the establishment of early warning information</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Facilitate exchange of relevant information on cross-border movements among governments</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Ensure appropriate communication with migrants at all stages of immigration process</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Establish a framework for a regional AVRR mechanism</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Promote access of all migrants to health care services</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Support law enforcement, immigration and border agencies in combatting migrant smuggling and human trafficking</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Conduct feasibility assessments to determine under what conditions and in which sectors transit migrants may be granted access to labour markets in the region</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Enhance the capacity of the governments in document examination</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>PRIORITY ACTION</td>
<td>ALBANIA</td>
<td>BOSNIA AND HERZEGOVINA</td>
<td>KOSOVO/UNSC RESOLUTION 1244-ADMINISTERED</td>
<td>MACEDONIA, FYR OF</td>
<td>MONTENEGRO</td>
<td>SERBIA</td>
<td>TURKEY</td>
</tr>
<tr>
<td>--------------------------------------------------------------------------------</td>
<td>---------</td>
<td>------------------------</td>
<td>------------------------------------------</td>
<td>-------------------</td>
<td>-------------</td>
<td>--------</td>
<td>--------</td>
</tr>
<tr>
<td>Factor in transit migration and include transit countries in existing regional cooperation platforms and dialogues on migration</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Further strengthen cooperation and coordination with partners and donors</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Facilitate the engagement of civil society, local communities, local authorities and migrants, in particular of vulnerable and marginalized</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
</tbody>
</table>
IOM IS COMMITTED TO THE PRINCIPLE
THAT HUMANE AND ORDERLY MIGRATION BENEFITS MIGRANTS AND SOCIETY.